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The Role of Technical Assistance

In most countries aided by the United States today, the development of human resources remains the priority need and technical assistance the heart of our development assistance program.

Technical assistance helps create the human resources necessary for development. It helps build the wide variety of institutions needed to make trained people effective: schools and universities, agricultural extension services, public health systems, trade associations, labor unions, and cooperatives.



CAMPAIGN FOR HEALTH: Part of A.I.D.'s world-wide program to eradicate malaria is carried on by spraying homes in Central America.

Technical assistance projects also play a key role in assisting countries to carry out needed self-help and reform measures. In addition to determination, these measures require administrative skill, planning techniques, land surveys and agricultural research and extension services, savings and credit institutions, and new educational approaches. The countries themselves must provide the spirit of determination, but we can help them develop the skills and institutions crucial to effective self-help. In Latin America, for example, increased technical assistance for agricultural extension work, the development of cooperatives and public administration is a direct response to the need for institutions that can make reforms effective.

Development of human resources, modern institutions and the ability to carry out self-help measures contributes to more than economic growth. Technical assistance also affects the social and political character of the development process. It serves the dual role of speeding economic growth and helping to create a free and open society.

AID technical assistance activities are financed by development grant and technical cooperation funds. Out of these funds come the salaries and support costs of U.S. technicians working overseas; the costs of sending key host country personnel to the United States or other countries for advanced training; the costs of the supplies and equipment technicians need to carry out their jobs; and, to a limited degree, the costs of construction connected with technical assistance, such as demonstration schools or rural clinics.

Technical Assistance and Levels of Development

The need for technical assistance, like the ability to make effective use of capital assistance, varies with each country's stage of development.

In countries in the early stages of development, lack of administrators, technicians, skilled workers, and professionals of all kinds sharply limits the usefulness of capital assistance. Recognizing this, the 1961 Act for International Development provided that in such countries—

. . . programs of development of education and human resources through such means as technical cooperation shall be emphasized and the furnishing of capital facilities for purposes other than the development of education and human resources shall be given a lower priority until the requisite knowledge and skills have been developed.

In 40 countries, most in the early stages of development, development grant and technical cooperation programs account for more than 50 percent of total U.S. assistance. In 18 of these countries, U.S. aid is wholly technical assistance.

In more advanced countries, such as India and Pakistan, where AID has major loan programs, development grant financing for technical assistance may amount to less than a twentieth of the total AID program. Technical assistance projects, however, remain of crucial importance, helping to develop new or additional institutions or skills required to maintain and to increase the momentum of growth.

As countries develop the ability to train professionals and skilled workers, and as they develop their own institutions to maintain satisfactory economic and social progress, U.S. technical assistance can be reduced and finally halted. AID technical assistance was ended in Japan in fiscal year 1961, in Israel, Spain, and Greece in fiscal year 1962, and will be ended in Lebanon in fiscal year 1963. It is currently being cut back in the Republic of China.

The Focus of Assistance

A country's stage of development determines its needs for technical assistance, but need alone does not determine the level and composition of assistance from the United States.

Like overall AID strategy, the development grant and technical cooperation programs in each country reflect not only that country's stage

of development, but also the primary goals of U.S. assistance and the availability of aid from other free world sources.

In countries where AID programs support broad development goals, technical assistance is directed to the most serious obstacles to growth—lack of necessary skills and supporting institutions. For example, in Nigeria, the United States maintains the largest development grant program in Africa. Nearly half is concentrated on strengthening the educational institutions. Teams from four American universities, under contract with AID, are working to expand higher education facilities, develop Nigerian institutions and train engineers, nurses, agricultural technicians, and business administrators. Assistance is also going to demonstration secondary vocational schools in each region, and to teacher training schools to expand primary education in the northern region.

Agricultural development is the second major focus of the development grant program in Nigeria. Over a hundred U.S. agricultural specialists are training Nigerian agricultural extension workers and establishing a network of rural agricultural centers from which they can operate. The balance of the AID program in Nigeria is devoted to improving public administration and to stimulating the growth of the private industrial sector.



AGRICULTURAL RESEARCH: *An American pathologist examines an experimental maize plot with his Nigerian counterpart.*

In countries where U.S. assistance is focused on urgent security needs, technical assistance may be used to improve services and to increase production in depressed and politically restless areas. In the case of Thailand, development grant projects finance a substantial part of the large-scale program to improve living standards, win the allegiance of the border people and integrate the strategically located Northeast more closely with the rest of the country. Technical assistance and supporting commodities and equipment are being provided to develop agricultural extension services, to promote community development programs, to survey land use and to improve public health services and sanitation. These efforts are tied in with a major feeder road construction program, financed from supporting assistance funds, to link critical border areas with the Thai highway network.

Where the U.S. assistance goal is a more limited contribution to development in a country where other donors are providing the bulk of assistance, technical assistance is often the most effective form of participation, evidence of support without requiring heavy expenditures. Small development grant programs in over two dozen African countries are designed to serve this purpose. In the Malagasy Republic, to give one example, the major share of aid is provided by France and the European Economic Community's Development Fund. The modest U.S. development grant program provides instructors to help the Agricultural College of Madagascar establish an agricultural extension department, and a well-driller, sanitary engineer, and drilling equipment and supplies to help set up a program to improve the rural water supply in regions where people must now walk as much as 15 miles for water.

Carrying Out Technical Assistance

Technical assistance under AID has grown out of the Point IV program. Its primary goal remains the development of skills among people in the host country. Its basic tools remain the sending of American specialists overseas, and the training of key host country people in more advanced countries.

At present, about 3,500 AID employees and experts loaned to AID by other Federal agencies are at work overseas on technical assistance missions. In addition, 1,500 nongovernmental experts from American industries, businesses, nonprofit organizations, colleges, and universities are abroad under AID contracts.

During fiscal year 1962, about 5,900 participants from host countries arrived in the United States for advanced training at American business firms and industries, colleges and universities, hospitals, or units of municipal, State or Federal Governments. An additional 2,100 participants were sent for training to third countries where conditions were similar to those in the participants' home countries.

Although the primary goal and the basic tools of technical assistance remain the same, 15 years of experience have led to some changes in emphasis and approach. Under AID, a major effort has been made to

plan all assistance, capital and technical, as an integrated program concentrated on priority needs. Among other changes are these:

Use of Other Federal Resources

In some cases, the best man for a technical assistance job is to be found not in AID but in another specialized Federal agency. The Department of Agriculture, the Bureau of Public Roads, the Department of the Interior, the Bureau of the Census, the Public Health Service, and the Housing and Home Finance Agency are among the agencies whose personnel participated in AID programs during the past year.



INCREASING THE SUPPLY OF FOOD: A fisheries specialist discusses catch procedures with the supervisor of an Indian fishing trawler.

Under an amendment to section 621 of the Foreign Assistance Act, AID in 1962 signed interagency agreements with the Housing and Home Finance Agency and the Department of Labor under which experts from these agencies might be loaned to AID on a reimbursable basis, without break in the expert's career record with his agency.

An interagency agreement with the Federal Home Loan Bank Board is expected to be signed early in 1963 and several other agreements are in preparation.

State Participation

In early 1963 the State of California sent a mission to Chile to explore ways in which California could use its resources to help Chile achieve economic growth, particularly in agriculture. A number of other States have expressed interest in similar arrangements with other Latin American countries.

Greater Use of Nongovernmental Resources

AID has attempted to make greater use of nongovernmental resources for technical assistance overseas: American businesses, industries, colleges and universities, and service organizations.

During the past year, for example, the Agency signed contracts with seven nongovernmental organizations to carry out nine major technical assistance programs to spur the growth of cooperatives for housing, savings, agricultural credit, rural electrification, and marketing of consumer goods.

The contractors, in Africa and Latin America, include the Credit Union National Association, the National Rural Electric Cooperative Association, the Cooperative League of the U.S.A., the Foundation for Cooperative Housing, the Farmers Union, the National Grange and the National Council of Farmer Cooperatives, and the American Institute for Free Labor Development.

American colleges and universities are another growing source of technical assistance under AID contracts. By the beginning of 1963, more than 70 American colleges and universities had teams overseas carrying out technical assistance for the Agency in education, agriculture and agricultural extension, public administration, public health, and industrial development.

The Association of State Universities & Land-Grant Colleges established in November 1962 an executive secretariat and a supporting committee to work with AID and the Assistant Secretary of Agriculture for International Affairs. The committee will try to channel more qualified agricultural specialists into technical assistance and to use the facilities of American land-grant universities and colleges more widely.

Greater Emphasis on Institution-Building

One of the lessons of the first Point IV experience was that technical assistance cannot take place in an institutional vacuum if the people trained are to have a significant effect on their country's development.

Therefore, a public administration program in Thailand includes the training of key government officials, assistance in reorganizing and modernizing government administrative structure, and in-service training for thousands of lower-echelon Thai civil servants.

In India, a technical assistance program which helped create a vigorous fertilizer manufacturing industry worked not only to improve production techniques in the plants themselves but to establish an industrywide trade association which has helped to enforce quality control and has promoted wider use of fertilizer by Indian farmers.

Coordination with Other Aid-Givers

The growing foreign assistance programs of Canada, Japan, and the western European countries, and the more recent entry of Israel and the Republic of China into the technical assistance field offer resources in many cases more appropriate to host country needs than those the United States could supply.

The Development Assistance Committee of the Organization for Economic Cooperation and Development has assumed the job of finding the nation best equipped to provide a specific kind of technical assistance in a specific country. The Committee's Technical Cooperation Working Group directs its entire efforts to improving the coordination and quality of free world donors' technical assistance programs.

DEVELOPING NATURAL RESOURCES: *Testing manganese samples from an extensive deposit in West Africa.*



**Fiscal Year 1962 AID Project Commitments in Selected
Fields of Activity by Category of Funds**
(Millions of dollars)

Field of activity	Total all funds	Develop- ment grants	Supporting assistance	Develop- ment loans
Grand total, all fields.....	1,000.8	355.3	102.7	542.8
Food and agriculture.....	134.4	54.7	6.0	73.8
Research, agriculture, education and extension.....	25.7	25.7	(*)	-----
Land and water resources.....	24.0	9.9	2.0	12.1
Crop and livestock development.....	38.1	6.2	.3	31.7
Agricultural economics, farm organization and credit.....	33.3	3.1	.2	30.0
Forestry.....	1.0	.9	(*)	-----
Fisheries.....	.8	.8	-----	-----
Other.....	11.5	8.0	3.5	-----
Industry and mining.....	347.3	27.6	3.9	315.8
Mining and minerals.....	9.4	5.0	.2	4.2
Power and communications.....	211.1	6.1	3.3	201.8
Manufacturing and processing.....	113.7	3.9	(*)	109.8
Engineering and construction.....	5.1	5.1	-----	-----
Other.....	8.0	7.6	.5	-----
Transportation.....	173.3	23.4	54.3	65.7
Highways.....	53.9	6.3	46.4	1.3
Railways.....	96.7	1.3	2.2	93.2
Port facilities and harbor improvement.....	8.7	8.7	-----	-----
Air transport.....	10.6	4.1	5.3	1.2
Other.....	3.3	3.0	.4	-----
Labor.....	3.4	3.4	-----	-----
Health and sanitation.....	60.4	45.6	4.8	10.0
Control of specific diseases.....	28.6	27.4	1.2	-----
Environmental sanitation.....	14.4	4.3	.1	10.0
Health training and education.....	6.5	6.5	-----	-----
Health facilities, construction, remodeling, equipment.....	4.0	2.2	1.8	-----
Other.....	6.8	5.1	1.7	-----
Education.....	90.6	80.5	10.1	-----
Technical education.....	11.6	10.9	.7	-----
Elementary education.....	13.7	12.8	.9	-----
Secondary education.....	9.1	9.1	-----	-----
Professional and higher education.....	24.0	22.5	1.4	-----
Other.....	32.2	25.3	7.1	-----
Public safety.....	12.8	7.1	5.7	-----
Public administration.....	20.5	20.1	.4	-----
Community development and social welfare.....	7.9	3.1	4.9	-----
Housing.....	2.0	1.5	.5	-----
General and miscellaneous.....	147.9	88.4	12.0	47.5
Private enterprise.....	(53.5)	(6.0)	-----	(47.5)
Development banking and investment credit facilities.....	45.7	1.2	-----	44.5
Other private enterprise.....	7.8	4.8	-----	3.0
Communications media.....	3.6	2.8	.8	-----
Technical support.....	36.6	32.8	3.9	-----
Other general and miscellaneous.....	54.2	46.8	7.4	-----

*Less than \$50,000.

Reprinted from "Proposed Mutual
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